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AUTHOR	Shaul, Marnie S.
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ABSTRACT

This report investigates the role of Title I federal funding in helping to educate the estimated 3.5 million limited English proficient (LEP) K-12 students in the United States. Specific questions to be addressed include the following: How many LEP students are being served through targeted and schoolwide Title I programs? How are LEP students being served with targeted and schoolwide Title I programs? How many Title I teachers in schools serving LEP students are bilingual or have other specialized training in teaching these students? What accommodations do states allow for LEP students in taking academic assessments, including offering tests in their native language, and to what extent are these students participating in academic assessments? To answer these questions, in addition to reviewing all relevant data from the U.S. Department of Education and the states and school districts represented in this study, on-site interviews were conducted with teachers and administrators in the ten school districts across the country--two each in Arizona, Florida, North Carolina, Illinois, and Texas. Results are discussed. (KFT)

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United States General Accounting Office

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Report to Congressional Requesters

December 1999

PUBLIC EDUCATION

Title I Services Provided to Students With Limited English Proficiency

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United States
General Accounting Office
Washington, D.C. 20548

Health, Education, and
Human Services Division

B-283082

December 10, 1999

The Honorable Matthew G. Martinez
The Honorable Ruben Hinojosa
House of Representatives

The number of students with limited English skills has grown over the past 10 years. Between 1990 and 1997, the most recent year for which data are available, the number of students with limited English proficiency has increased by an estimated 57 percent—to approximately 3.5 million. These children are among the most educationally disadvantaged of all populations attending the nation's elementary and secondary schools. In 1992, students speaking English with difficulty dropped out of school at four times the rate of their English-fluent peers, and also had higher rates of grade repetition.

Although educating children is primarily a state and local responsibility, the federal government has played a significant role in shaping the education of students, including those with limited proficiency in English, for about 30 years. The federal government has tried to help states and localities improve education for all types of disadvantaged children by funding and supporting programs that help these children achieve high academic standards, primarily through title I of the Elementary and Secondary Education Act (ESEA) of 1965. Schools in which more than half of the students come from low-income homes may use title I support to upgrade their entire educational program in what is called a schoolwide program. In contrast, schools in which fewer than half the students come from low-income homes must use title I to provide targeted assistance only to those disadvantaged students who are at greatest risk of failing.

You asked us to address the following questions:

- How many students with limited English proficiency are being served through targeted and schoolwide title I programs?
- How are students with limited English proficiency being served through targeted and schoolwide title I programs?
- How many title I teachers in schools serving students with limited English proficiency are bilingual or have other specialized training in teaching these students?
- What accommodations do states allow for students with limited English proficiency in taking academic assessments, including offering tests in

their native language, and to what extent are these students participating in academic assessments?

To answer these questions, we reviewed available studies on second-language learning, as well as data from the Department of Education and the states and school districts we visited. To supplement this work, we conducted on-site interviews with school district officials and teachers and observed classroom instruction in 10 public school districts, 2 in each of 5 states—Arizona, North Carolina, Florida, Illinois, and Texas. These districts included schools operating both schoolwide and targeted assistance title I programs. They are located in four states with large numbers of students who have limited English proficiency, and in one state (North Carolina) with a rapidly growing population of these students. We conducted our work between February and October 1999 in accordance with generally accepted government auditing standards.

Results in Brief

Title I educational programs serve about 2 million of the estimated 3.5 million students with limited English proficiency. These children receive services through programs targeted specifically to disadvantaged children who may be at risk of failing in school as well as through schoolwide programs intended to improve learning for all students in a school. About two-thirds of students with limited English proficiency enrolled in title I schools attend schools with schoolwide versus targeted assistance programs. Of the remaining third who attend schools with targeted assistance programs, no national data are available specifically on the number who participate in title I programs.

The services students in targeted assistance programs most often receive through title I are supplemental reading, language arts, and math programs. These supplemental services are provided to all title I students in these schools. Instruction targeted specifically to the educational needs of nonnative speakers of English is primarily funded through state and local programs and other non-title I federal programs. In school year 1997-98, 10 percent of the schools with targeted assistance programs used title I funds to provide this kind of instruction to help nonnative speakers acquire English, according to an Education survey. Similarly, in the districts we visited we found that, in general, where children with limited English proficiency received services funded by title I, these services were also available to native English speakers, such as mathematics and reading programs for all educationally disadvantaged children. Reinforcing

Education's data, districts said they rely heavily on state aid and local revenue to fund English-language acquisition programs.

There is no national information on the number of teachers in positions funded by title I who are bilingual or who have other specialized training in teaching students with limited English proficiency. However, about 10 percent of teachers of students with limited English proficiency were certified to provide bilingual instruction, and 8 percent were fully certified to teach English as a Second Language (ESL)[1] to native speakers of other languages, according to a recent study funded by Education.[2] Many districts have reported difficulties recruiting teachers qualified to teach students with limited English proficiency, regardless of whether the teachers were funded by title I or other state and local programs. Teachers trained to provide instruction in a student's native language, as well as teachers trained to teach English to native speakers of other languages, appear to be in short supply.

According to a survey by the Council of Chief State School Officers, most states allow districts to provide some form of help to students with limited English proficiency so that they can more easily participate in academic assessments. The type of help allowed often has included such assistance as extra time to answer questions, having someone read directions aloud, or translating instructions and test items into a student's native language. According to the survey, five states allow students to respond to test questions in their native language. Districts generally are allowed to determine which students may need accommodations as well as the specific accommodations that would most benefit them. As a result, we found no national data that showed how frequently districts actually provide accommodations to students with limited English proficiency or the degree to which they actually participate in academic assessments.

Background

Over the years, the Congress has created a number of federal programs to help children who are disadvantaged or have special needs (see table 1). Students with limited English proficiency are included in the population targeted by these programs, although, according to Education officials, the

[1]This is a teaching approach in which students with limited English proficiency are instructed in the use of the English language. This instruction is based on a special curriculum that typically involves little or no use of their native language.

[2]Howard L. Fleischman and Paul J. Hopstock, Descriptive Study of Services to Limited English Proficient Students, Vol. 1 and 2 (Arlington, Va.: Development Associates, Inc., 1993).

extent to which they specifically benefit from this aid is not clear for most programs.[3]

Table 1: Federal Education Programs That Can Provide Support Services to Students With Limited English Proficiency

Program[a]	FY 1999 funding (estimate)[b]	Description
Education for Disadvantaged Children ("Title I")	$7.7 billion	Helps educationally disadvantaged children succeed in school. Students with limited English proficiency may participate in this program if they come from disadvantaged backgrounds and are at risk of failing in school or if they attend a school that has a schoolwide program.
Bilingual Education Act (20 USC 7401-7491)	$224 million	Helps ensure that students with limited English proficiency master English and develop high levels of academic attainment in content areas. Provides both state and local grants.
Emergency Immigrant Education Program (20 USC 7541-7549)	$150 million	Provides grants to school districts with unexpectedly large increases in their student population due to immigration.
Migrant Education Program (20 USC 6391-6399)	$355 million	Provides funds to states to help educate the children of migrant agricultural workers, including migratory fishers and dairy workers.
Carl D. Perkins Vocational Education and Applied Technology Act (20 USC 2301 et Seq.)	$1.2 billion	Provides funds to improve the quality of vocational education and provide access to vocational training to special populations, such as disadvantaged and disabled students.
Individuals with Disabilities Education Act (20 USC 1400 et Seq.)	$5.1 billion	Supports special education for infants, toddlers, children, and youth with disabilities.

[a]Other federal programs may also support services to students with limited English proficiency, so long as these students qualify to receive services under the programs' guidelines for participation.

[b]Based on Department of Education, Fiscal Year 1999 Budget.

Among the largest federal programs supporting elementary and secondary education is title I of ESEA. Enacted in 1965, title I of ESEA was intended to support state and local efforts to help all children reach challenging academic standards by providing extra resources to school districts and schools with the highest concentrations of poverty, where academic performance tends to be low and obstacles to raising performance

[3]See for example, Migrant Children: Education and HHS Need to Improve the Exchange of Participant Information (GAO/HEHS-00-4, Oct. 15, 1999).

greatest. Nearly all title I funds are allocated to local school districts, which in turn provide resources to individual schools.

The 1994 reauthorization of ESEA revised federal elementary and secondary education programs extensively. Among the changes implemented as a result of the reauthorization was the manner in which school districts and schools could use their federal funding. The reauthorization allowed more schools flexibility in how they use title I funding by allowing more schoolwide programs. In contrast to targeted assistance programs in which supplemental instruction can be provided only to children identified as disadvantaged, schoolwide programs allow schools to upgrade their entire educational program with title I funding, thereby benefiting all children in a school, regardless of income. Previously, such flexibility was allowed only when 75 percent of the students in a school were from low-income families.[4] The 1994 reauthorization extended this flexibility to schools with 50 percent or more of students from low-income households. By 1997-98, three-fourths of all title I funding went to schools where 50 percent or more of the students were from low-income households.

An additional change implemented with the reauthorization was a requirement for increased accountability. By 2001, states participating in the title I program will be required to adopt challenging academic standards and implement student academic assessments aligned with those standards. Further, states are to ensure that students with limited English proficiency participate in the assessments "to the extent practicable in the language and form most likely to yield accurate information on what students know and can do, to determine such students' mastery of skills in subjects other than English." States must be able to report on the academic performance of these students as a group, separate from their English-fluent peers.

Nearly 2 Million Students With Limited English Proficiency Are Served Through Title I Programs

Title I educational programs serve about 2 million students with limited English proficiency, about one-fifth of the more than 11 million students receiving services funded by title I, according to the latest available (school year 1996-97) data from Education. These children participate in programs targeted specifically to disadvantaged children who may be at risk of failing in school, as well as through schoolwide programs intended to improve learning for all students.

[4]To measure their low-income student population, school districts may count either the number of students receiving federal welfare benefits or the number eligible for a free or reduced-price lunch.

According to an Education survey, two-thirds of students (approximately 1.3 million) with limited English proficiency who are served by title I attend schools that have schoolwide programs.[5] Of the one-third of students (approximately 730,000) with limited English proficiency who attend schools with targeted assistance programs, no national data are available on the number who receive title I services. In the 10 school districts we visited in five states, the vast majority of schools that received title I support were operating schoolwide programs that benefited all students in the school, not only students from disadvantaged families.

Most Title I Services Involve Supplemental Reading, Language Arts, and Math

Most title I services to students in targeted assistance programs involve supplemental reading,[6] language arts, and math.[7] According to an Education study, data from 1991 and 1992 indicate that about 44 percent of first-grade students and almost 60 percent of third-grade students with limited English proficiency received some form of supplemental education assistance in reading and language arts funded by title I.[8] However, these supplemental services were provided to all title I students in these schools. A smaller proportion of students with limited English proficiency (about 30 percent of first-graders and 45 percent of third-graders) received assistance in math through programs funded by title I. The study also found that a greater percentage of students in high-poverty schools received assistance in both reading and math than did participants in other schools.

According to this 1995 Education study, between 1991 and 1992, about 70 percent of students with limited English proficiency in first and third grades received additional services targeted specifically for the

[5]U.S. Department of Education, School Level Implementation of Standards Based Reform: Findings from the Follow-Up Public School Survey on Education Reform (Washington, D.C.: 1999).

[6]The standards for the English Language Arts developed by the National Council of Teachers of English and the International Reading Association address the use of print, oral, and visual language and address six interrelated English language arts: reading, writing, speaking, listening, viewing, and visually representing. Although reading is one of the language arts, it is often referred to separately from the others.

[7]U.S. Department of Education, Promising Results, Continuing Challenges: The Final Report of the National Assessment of Title I (Washington, D.C.: 1999).

[8]U.S. Department of Education, Planning and Evaluation Services, Prospects: The Congressionally Mandated Study of Education Growth and Opportunity, First Year Report on Language Minority and Limited English Proficient Students (Washington, D.C.: 1995).

educational needs of nonnative English speakers.[9] However, large proportions of students receiving these targeted services did not receive them through title I. Often, these services were provided by programs funded by state, local, or other federal non-title I programs. A more recently completed Education survey reported that, in school year 1997-98, 10 percent of schools with title I targeted assistance programs were using title I funds to provide ESL instruction to students with limited English proficiency.[10]

Most of the districts we visited also did not use title I funding to provide services targeted specifically to the educational needs of non-native English speakers. District officials said they rely heavily on state aid and local revenue to fund such programs. At the five districts we visited with targeted assistance programs, only one reported using a significant portion of title I funds on English language acquisition. The remaining four districts reported using 20 percent or less. The exception was Phoenix, where 9 of the 25 teachers funded by title I were providing instruction directed specifically at meeting the language needs of these students. Districts we visited said they used small amounts of title I money for the noninstructional needs of these students, such as purchasing instructional materials in languages other than English, supporting parent outreach, and providing professional development to staff working with these students.

Low Percentage of Teachers of Students With Limited English Proficiency Certified in Bilingual Education or ESL

We found no national data on the number of title I teachers who are bilingual or certified to teach ESL. However, overall, about 10 percent of all teachers of students with limited English proficiency were certified to provide bilingual instruction, and 8 percent were certified to teach ESL. Recent studies have found that certified bilingual and ESL teachers appear to be in short supply. For example, one national study[11] found that about 80 percent of all districts report having "some" to "a lot" of difficulty recruiting bilingual teachers of Spanish and other languages. Over half

[9]The Teachers of English as a Second Language have developed standards for ESL. Although these standards are related to English Language Arts, the ESL standards provide strategies for addressing the needs of students who are adding English to their native language. The ESL standards recognize that upon entry to school, English language learners must acquire an additional language and culture and learn the English language competencies that are characteristic of native English speakers of the same age and, most importantly, that are fundamental to the full attainment of English language arts and other content standards. The standards recognize the special instructional and assessment considerations needed to achieve high academic standards throughout the curriculum.

[10]U.S. Department of Education, School-Level Implementation of Standards-Based Reform: Findings from the Follow-Up Public School Survey on Education Reform (Washington, D.C.: 1999).

[11]Howard L. Fleischman and Paul J. Hopstock, Descriptive Study of Services to Limited English Proficient Students, Summary of Findings and Conclusions, Vol. 1 (Arlington, Va.: Development Associates, 1993).

(53 percent) reported having the same difficulty hiring ESL teachers. Our visits to school districts also indicate that many have difficulty in recruiting teachers who are qualified to teach students with limited English proficiency. For example, district officials from Rockford, Illinois, reported that they were looking in Mexico, Puerto Rico, and Spain for qualified bilingual teachers, bringing them to the United States, and obtaining provisional state teaching certificates for them. District officials in Phoenix, Arizona, also reported that they need to pay a higher salary to attract certified bilingual and ESL teachers to the district.

Providing training to teachers of students with limited English proficiency also appears to be a problem. One study estimated that, although 40 percent of teachers nationwide had students with limited English proficiency in their classes, many have not received any training on how to meet the specific needs of these students. According to another study, in school year 1993-94, less than one-third of teachers of students with limited English proficiency had received any training in teaching this type of student. Since then, the number of teachers who have received training appears to have grown somewhat. During school year 1997-98, 38 percent of teachers reported having received some training to teach students from culturally and linguistically diverse backgrounds—on average, about 7 hours.[12] According to officials in the five states we visited, only Florida has a state requirement that all teachers of students with limited English proficiency receive specialized training to meet their students' language needs. Florida teachers who instruct students with limited English proficiency in core academic areas are required to have received a minimum level of training in areas that include methods of teaching English to speakers of other languages and cross-cultural communication and understanding.[13]

[12]U.S. Department of Education, Study of Education Resources and Federal Funding: Preliminary Report (Washington, D.C.: 1999).

[13]This requirement is the result of a 1990 consent decree between the Florida State Board of Education and the League of United Latin American Citizens.

Most States Allow Accommodations for Students With Limited English Proficiency in Academic Assessments

According to a survey by the Council of Chief State School Officers, to some degree, most states allow school districts to accommodate the language needs of students who are participating in state academic assessments and need such accommodations.[14] Some of the accommodations states allow include reading directions or the test aloud, interpreting and repeating directions, and allowing extended testing time. Many states also allow districts to exempt students from academic assessments if their English-speaking skills are not sufficiently developed. Decisions to exempt students and provide students with accommodations are generally made at the local level, and the number of students affected is generally not reported. Therefore, it is difficult to determine what accommodations are made and the extent to which students with limited English proficiency are actually participating in academic assessments. At the national level, students with limited English proficiency are sometimes excluded from the National Assessment of Educational Progress.

Accommodations Include Extra Time and Translations

Nearly all states conduct student assessments, according to a recent survey by the Council. In school year 1996-97, 48 states administered academic assessments to measure student knowledge and skills in various core subject areas, such as social studies, science, reading, and language arts. In many states, one or more achievement tests are used to assess student performance, most often in grades 4, 8, and 11.

Of the 48 states administering academic assessments, 39 allowed testing accommodations for some or all state assessments for students with limited English proficiency.[15] States allow one or more types of accommodation, depending on a student's particular needs. The most common accommodation, which was allowed in 33 states, was modification of the test presentation format. Common accommodations in this category include reading directions and the test aloud, and interpreting and repeating directions for students. Nineteen states allowed either oral or written translation of the directions, and 10 allowed the translation of the test items into the student's native language.

Thirty-one states allowed accommodations in the test-taking setting. Such accommodations included taking the test individually or in small groups, or having the test administered by a familiar person. In North Carolina,

[14]Council of Chief State School Officers, Trends in State Student Assessment Programs (Washington, D.C.: Fall 1997).

[15]According to the Council, it collected information on whether states allowed exemptions or accommodations. The information collected reflects state policies, not necessarily district practices.

students are allowed to be tested separately to enhance their ability to concentrate. Twenty-eight states also allowed students a different schedule for taking the tests, such as extended testing time, more frequent breaks, or spreading out testing sessions across several days. Fewer states (10) allowed students with limited English proficiency to use nonstandard means of responding to test questions. Of those states, only five allowed students to answer the questions in their native language.

Exemptions and Alternative Assessments Allowed for Students With Limited English Proficiency

The regular statewide academic assessment may not be appropriate for some students with limited English proficiency, even with accommodations, because their command of English is not sufficient for them to participate in a meaningful way. In such cases, according to the Council survey, 29 states allowed districts to exempt students with limited English proficiency from all state assessments, and 11 states allowed districts to exempt these students from some assessments. In most states, the decision to exempt students from state assessments is based upon the amount of time students have lived in the United States, the amount of time spent in an ESL program, and/or their score on a test of English proficiency. Although the Council survey did not indicate how long the exemptions were allowed, the districts we visited generally permitted exemptions for the first few years students were enrolled in a school district or in English language learning programs.

In 1994, the Congress called for alternative assessments for students with limited English proficiency, which would allow states receiving federal funding to reliably assess what such students can do and know in subjects other than English.[16] Although the Council study showed that 11 states reported having alternative assessments available for students with limited English proficiency, the survey did not report whether these alternatives included tests in the students' native languages. However, according to a 1999 study by the Citizen's Commission on Civil Rights,[17] a review of states' education plans submitted to Education found that 13 states had plans to either use or develop non-English academic assessments.[18]

[16]See 20 U.S.C. S. 6311 (b)(3)(F)(iii).

[17]The Citizen's Commission on Civil Rights is a bipartisan commission established in 1982 to monitor the civil rights policies and practices of the federal government and advocate for continued progress in the area of civil rights.

[18]These included the following: Alaska, Arizona, California, Delaware, Louisiana, Nevada, New Jersey, New York, North Dakota, Oregon, Rhode Island, South Dakota, and Texas. At the time of our review, Texas had already implemented a native language assessment. Citizens' Commission on Civil Rights, The Test of Our Progress: The Clinton Record on Civil Rights, ed. Corrine M. Yu and William L. Taylor (Washington, D.C.: Rock Creek Publishing Group, 1999).

Of the five states we visited—Arizona, North Carolina, Florida, Illinois, and Texas—only Texas and Arizona had prepared a native-language version of the statewide academic assessment. In Texas, Spanish-speaking students with limited English proficiency were allowed to take the Spanish-language version of the Texas Assessment of Academic Skills for a 3-year period (beginning the first time the student took the test). Similarly, in Arizona, Spanish-speaking students with limited English proficiency were allowed to participate in the Spanish version of the Arizona Instrument for Measuring Standards.[19] In the other states, three of the six districts we visited selected from a number of Spanish-language, standardized achievement tests available nationally and administered these to Spanish-speaking students as an alternative or in addition to the regular state academic assessments.[20] The remaining three districts did not administer an alternative test. None of the districts we visited administered achievement tests in languages other than Spanish or English.

Students With Limited English Proficiency Sometimes Excluded From the National Assessment of Educational Progress

Many students with limited English proficiency have been excluded from participation in the National Assessment of Educational Progress (NAEP), often referred to as the nation's report card, by local school officials who believed the students' command of English was insufficient to permit them to successfully complete the test. The NAEP is a nationally representative assessment of what students know in various core subject areas and has been administered by the National Center for Education Statistics of the Department of Education since 1969. States voluntarily participate, and a representative sample of students is selected to take the test. In the past, many students with limited English proficiency have been excluded from taking the test even though they were selected to participate. According to the Center, in 1994 one-third to one-half of the students with limited English proficiency selected to participate in the NAEP were excluded.[21] According to Education, many of the students were in fact capable of

[19]At the time of our review, Arizona required two statewide academic assessments: the Arizona Instrument for Measuring Standards (AIMS) and the Stanford 9. Students were allowed to take the AIMS test once in Spanish. They were allowed to take the Spanish-language alternative to the Stanford 9, called the Aprenda, for the initial 3-year period of school enrollment in the state.

[20]School districts in Texas may opt to administer the Spanish language version of the Texas Assessment of Academic Skills or an acceptable alternative achievement test written in Spanish. San Antonio and New Braunfels use both the Spanish Texas Assessment of Academic Skills and alternative achievement tests in Spanish. New Braunfels planned to also implement an additional achievement test in Spanish beginning with school year 1999-2000.

[21]U.S. Department of Education, Office of Educational Research and Improvement, The Inclusion of Students With Disabilities and Limited English Proficient Students in Large-Scale Assessments: A Summary of Recent Progress, NCES 97-482 (July 1997).

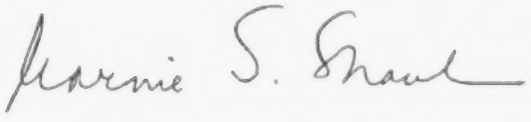
participating in the assessment, especially if certain accommodations could have been offered. Since 1994, Education has implemented new criteria for including students with limited English proficiency; a Spanish-language version of the NAEP mathematics assessment; and accommodations in testing, such as extra time, small-group testing, and having directions read aloud.

Agency Comments

Although Education did not provide formal comments, technical comments on a draft of this report provided additional information on title I services, which we incorporated in this report as appropriate.

Copies of this report are being sent to the Honorable Richard W. Riley, Secretary of Education, and interested congressional committees. We will also make copies available to others upon request.

If you have questions about the report, please call me on (202) 512-7215 or Eleanor Johnson on (202) 512-7209. Other contacts and staff acknowledgments are listed in Appendix IV.



Marnie S. Shaul
Associate Director, Education, Workforce,
and Income Security Issues

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Abbreviations

AIMS	Arizona Instrument for Measuring Standards
ESEA	Elementary and Secondary Education Act of 1965
ESL	English as a Second Language
NAEP	National Assessment of Educational Progress

Appendix I

Scope and Methodology

This appendix discusses in more detail the study scope and methodology for addressing the number of students with limited English proficiency receiving services through schoolwide and targeted assistance programs (provided through title I of the Elementary and Secondary Education Act of 1965), how they are being served, whether they are being assessed for academic purposes, whether those assessments are in languages that enable them to demonstrate their knowledge, and the number of bilingual teachers serving these students.

Scope

To address these issues, we reviewed and analyzed the most recent data and research available from the Department of Education, as well as other independent sources. Among the research we reviewed were studies of title I, studies of large-scale student academic assessments, and studies of educational programs for students with limited English proficiency.

To gain further understanding about the use of title I funding to support the learning needs of students with limited English proficiency, we visited 10 school districts in five states—Arizona, Florida, Illinois, North Carolina, and Texas. The school districts we visited are the Phoenix Elementary and Paradise Valley School Districts, Arizona; Cicero and Rockford Public Schools, Illinois; Lee and Stanly County Public Schools, North Carolina; Monroe and Miami-Dade County Public Schools, Florida; and New Braunfels and San Antonio Independent School Districts, Texas. Further information on the school districts we visited is contained in appendix II.

Methodology

We reviewed numerous studies that included information on title I programs to determine not only the number of students with limited English proficiency participating in programs, but also to determine the types of educational services these students receive, the qualifications of their teachers, and the potential for excluding these students from academic assessments. For further information on the participation of students with limited English proficiency in large-scale academic assessments, we reviewed two independent studies: the most recent annual survey of state student assessment programs conducted by the Council of Chief State School Officers, and a 1999 report on civil rights prepared by the Citizen's Commission on Civil Rights. A bibliography of the studies we used for this report is provided following appendix IV.

To provide additional information on how school districts are serving students with limited English proficiency, we conducted site reviews in

five states, visiting two school districts in each state. Four of the states selected are among those with the highest numbers of students with limited English proficiency in the nation—Florida, Texas, Illinois, and Arizona. The fifth state—North Carolina—is among those states experiencing the most rapid growth in the number of students with limited English proficiency. In each state, with the exception of North Carolina, we selected one school district with a high concentration (greater than 10 percent) of students with limited English proficiency and one school district with a lower concentration (less than 10 percent).[22] We excluded districts that received no title I funding in school year 1998-99. We visited schools that had funded schoolwide programs with title I, as well as schools that used title I to fund programs targeted specifically to educationally disadvantaged students. Where possible, we interviewed district and school officials and teachers. Where school was in session, we observed instructional programs for students with limited English proficiency, including subject area instruction in their native language and intensive English language instruction.

[22]In North Carolina, we did not visit any school district with a concentration greater than 10 percent. Instead, we visited Lee County, which had a concentration of 8 percent of students with limited English proficiency.

School Districts Visited

Characteristic	Arizona	
	Phoenix Elementary	Paradise Valley Unified
Type of district	Urban	Suburban
Total enrollment k-12 (unless indicated otherwise)	9,020 (k-8)	32,900
Number of schools	16	40
% students with limited English proficiency	45	4
No. of non-English languages	13	27
Predominant non-English language	Spanish	Spanish, Serbo-Croatian, Arabic, Chinese
Title I funding	$3.08 million	$1.3 million
% of students eligible for free or reduced-price lunch	94	18
No. of schoolwide programs	15	1
No. of targeted assistance programs	1	6
Title I funding used to provide special English-language instruction to students with limited English proficiency?	Yes	None

Florida		Illinois		North Carolina		Texas	
Miami-Dade County	Monroe County	Cicero	Rockford	Lee County	Stanly County	New Braunfels	San Antonio
Urban	Rural	Urban	Urban	Suburban	Rural	Rural	Urban
352,595 (includes pre-k)	9,482 (includes pre-k)	11,000 (pre-k-8)	28,000[a]	8,667	10,088	5,800	59,714 (includes pre-k)
309	12	15	48	12	20	10	89
13	5	47	6	8	3	7	15
98	23	15	45	22	15	1	1
Spanish	Spanish	Spanish	Spanish	Spanish	Hmong	Spanish	Spanish
$89 million	$880,000	$2.04 million	$4.8 million	$1.04 million	$757,944	$831,000	$23 million
24	28	60	50	41	31	38	85
147	3	15	21	3	2	6	84
Private schools only	3	0	0	5	8	0	0
Little[b]	Little[b]	Little[b]	None	Little[b]	Little[b]	Little[b]	Little[b]

Data are for school year 1998-99.

[a]Estimated enrollment.

[b]Less than 20 percent of the title I funding was used to support English-language instruction.

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GAO Contacts and Staff Acknowledgments

GAO Contacts

Eleanor L. Johnson, (202) 512-7209
Virginia Vanderlinde, (206) 287-4823

Staff Acknowledgments

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